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Annual Report



ADMINISTRATIVE SERVICES DEPARTMENT

EDWARD T. SULLIVAN
DIRECTOR

LAWRENCE W. COSTELLO
EXECUTIVE SECRETARY



ANNUAL REPORT
OF THE
ADMINISTRATIVE SERVICES DEPARTMENT
FOR THE YEAR ENDING DECEMBER 31, 1968

January 7, 1969.

HON. KEVIN H. WHITE,
Mayor of Boston.

DEAR MR. MAYOR:

In accordance with the provisions of Chapter 3, Section 25, of the Revised Ordinances of 1961, we are pleased to submit herewith the fifteenth annual report of the Administrative Services Department for the year commencing January 1, 1968, and ending December 31, 1968.

Under the provisions of Chapter 4, Section 1, of the above-mentioned Ordinances, the Administrative Services Department is in charge of a Board, known as the Administrative Services Board, consisting of an officer known as the Director of Administrative Services, who is Chairman of said Board; an officer known as the Deputy Director for Fiscal Affairs; an officer known as the Supervisor of Budgets; an officer known as the Supervisor of Personnel; an officer known as the Purchasing Agent; and the Commissioner of Assessing, the City Auditor, and the Collector-Treasurer, *ex officiis*.

Due to the change in the city administration in 1968, a new Director was appointed by you on January 1, 1968, namely, Edward T. Sullivan, *vice* Arthur G. Coffey, who

was appointed to a position with the Boston Redevelopment Authority just prior to the administration change; a new Purchasing Agent, namely, Robert T. Kenney, who was appointed under date of January 9, 1968, *vice* Michael A. DeSimone, who transferred to the Department of Health and Hospitals; under date of December 3, 1968, Mr. Kenney resigned to accept your appointment as Director of the Public Facilities Department, immediately after which time Mr. Eugene K. Welsh was designated to serve as Acting Purchasing Agent; under date of January 2, 1968, Theodore V. Anzalone was appointed Commissioner of Assessing, *vice* Mario Misci, who resigned; and, due to the retirement of John T. Leonard as City Auditor under date of December 31, 1967, John F. FitzPatrick was designated to serve as Temporary City Auditor until his permanent appointment became effective, under Civil Service, under date of October 24, 1968.

Eleven formal meetings of the Board were held during the year, with many informal meetings being held between the Director and various members of the Board pertaining to individual departmental or divisional operations.

Ten formal meetings were held on the following dates in Room 43, Old City Hall, while the last meeting of 1968 was held in Room 606, Conference Room of the Administrative Services Department, New City Hall:

January 24	May 22
January 31	June 19
February 21	July 17
March 7	September 18
March 14	October 2
November 20	

The greater part of Board studies and deliberations in the first six months of 1968 were devoted to the proposed establishment of a central electronic data processing system in the New City Hall. These studies involved comparisons between present operations and future potentials in the areas of staffing, payroll processing, systems design and approach, purchasing procedures,

in-put and out-put techniques, billing procedures, education and training, policy decisions, etc.

The selection of a data processing system required many hours of study and discussion among Board members, EDP consultants and specialists with a view to selecting a system that would be in the best interests of the city and one that could perform without drastic change in the immediate or foreseeable future, all of the programs planned for future operations. After receiving proposals from four prominent firms in the electronic data processing field, we selected the IBM Corporation which we and the consultants believed submitted the best proposal for our specific requirements. Two members of the Board and the Executive Secretary visited the manufacturing plant and school of the IBM Corporation in Endicott, New York, while our Data Processing Services Director and one of our consultants visited the IBM installation in the City Hall of San Francisco, California, which operation is more or less similar to the type of system we intend to initiate in Phase I and Phase II of proposed plans.

We are quite confident that after the installation of new equipment and the establishment of a Data Processing Center in the near future, many of the outmoded techniques in machine accounting, billing, purchasing and payroll processing will be eliminated and the newest and latest concept of procedures and techniques will result in expediting every day work at a faster pace, with less chance of error or omission, and in establishing a data bank under Phase II that will be of inestimable value to many municipal agencies in the future. A more detailed description of the activities of this unit during the past year is submitted later in this report under the title, "Data Processing Unit."

Due to the establishment of the Office of Public Service as a function of your office with duties similar to those performed previously by the Complaints Division of this department, it was voted under date of May 22, 1968, to abolish the Complaints Division and permit the two experienced employees involved in the previous function to serve the new agency and assist in every way

in making the new facility the success which, from all indications, it has attained to date.

With a view to reducing our copying equipment costs, extensive studies were conducted by Robert T. Kenney, our recent Purchasing Agent, in conjunction with several copying firms. These studies resulted in a recommendation for a decentralized copying system rather than a centralized copying center which provides for at least two machines for each floor in the New City Hall. The evaluation of specific equipment was based on data supplied by five manufacturers, the Commonwealth of Massachusetts, the General Services Administration of the U. S. Government and independent tests performed by the Buyers Laboratory, Inc. As you have probably already noticed, Dennison Copiers were selected, in the main, for most departments with a few Xerox machines selected for operations which require long runs and quantitative production. The selection of Dennison Copiers for routine or regular work was based on rental costs, quality of paper, cost for such paper, speed of production and the end product. From the experience we have had to the present time, we believe that Mr. Kenney's study and recommendation were worthwhile and that the city is receiving maximum service at a minimum cost. However, as we have had only less than two months to evaluate the performance of the Dennison Copiers and the costs involved, we are not in a position to predict what our feelings may be a year from now but, for the present, the machines have lived up to the claims expressed by their manufacturer.

Officers of the Massachusetts Safety Council appeared before the Board in October and submitted a preliminary proposal for the establishing of a safety program similar to one initiated in 1964 under a previous administration. Under the provisions of the 1968 proposal, we would hire representatives of the Massachusetts Safety Council to guide and direct us during the course of their contract—somewhat similar to the contract negotiated in 1964. The failure of the initial program to continue was due not only to the termination of the Massachusetts Safety Council contract but also to a lack of cooperation and

interest on the part of certain departments and individuals to submit daily, weekly, or monthly reports after the Safety Council contract had expired. The original program met with fairly good success but the recommendation that a department or division of safety be established to supervise and administer the program on a continuing basis did not meet with the approval of the previous Board, as it was the consensus that the carrying out of such a program as recommended would not require the establishment of such an agency.

At the present time, we have under consideration the establishment of a safety program which we believe is absolutely necessary for the health, life, and protection of municipal employees but we do not believe that the establishment of a separate and distinct agency is necessary or required nor do we believe that we should enter into another contract with the Massachusetts Safety Council to duplicate the guidance and direction which they have already rendered in a most satisfactory manner.

As the In-Service Training Coordinator in the Administrative Division of this department worked hand in hand with the Massachusetts Safety Council representatives during the term of their 1964 contract and is thoroughly familiar with all phases of occupational safety, often referred to as "on-the-job," "in-plant," or "industrial safety"; fleet safety, pertaining to city-owned vehicles; "off-the-job" safety, which requires the reporting of accidents, sickness, etc., occurring while absent from work, we believe we have an excellent base from which to develop a new program. This will be given our attention at the earliest possible date and you will be informed of our progress as it develops.

Toward the end of the year, the subject of "service awards" for employees in various tenure categories was considered for possible implementation into our plans for 1969. To our knowledge, the City of Boston employee has never been recognized for long years of service although it is common practice in many industrial and commercial organizations, including national, state, and local governments, to present some type of token award in recognition of service rendered when an employee

completes a specified number of years. At the present time, we are exploring the policies of other local governments throughout the country to ascertain the various types of recognition awards distributed and the number of years considered for such recognition. After a review of the survey now being conducted, we shall make recommendations to you for consideration in the hopes that a permanent and worthy program shall be put into effect before the end of the current year.

ADMINISTRATIVE DIVISION

In addition to its regular routine functions, the Administrative Division was involved in various studies and surveys carried over, of necessity, from the previous year, including several new studies or reviews necessitated by the relocation of many of our agencies in the New City Hall.

In order to facilitate and expedite the orderly moving of records and personnel, it was recommended that the Real Property Department enter into a contract with Walter J. O'Connell, an expert in this field, who supervised the moving operations of the State Government when many of its agencies moved into the Government Center complex. The Real Property Department acted favorably upon our recommendation, and a member of our administrative staff was assigned to assist Mr. O'Connell in his operations.

The ISD Corporation, hired as consultants by the Government Center Commission, to design, lay out, and recommend furnishings and equipment for the New City Hall, was rendered service by various members of the administrative staff since their contract has been in effect. Much of this work has been completed but it may be several months before amended plans in office layouts and other plans are finalized.

Assistance was also rendered to James F. Cosgrove, Jr., a telephone consultant, hired by the Government Center Commission, to make recommendations and suggestions for the installation of telephone service in the New City

Hall with a view to receiving maximum service at a minimum cost.

Enumerated below are some of the projects or programs in which members of the administrative staff were engaged at various times during the year in assisting either directly or indirectly the various consultants in carrying out the provisions of their contracts—all in connection with our move to the New City Hall:

1. Preparing moving schedules.
2. Advising and assisting in packing techniques.
3. Preparation and distribution of New City Hall telephone directories.
4. Surveying of telephone locations.
5. Preparation and distribution of an informational directory containing floor maps, building directory and index of city services.
6. Reviewing departmental layouts.
7. Reviewing and amending directional signage plans.
8. Reviewing and amending door numbering and door signage plans.
9. Planning and distributing of door keys.
10. Reviewing and recommending housekeeping and maintenance plans.
11. Records storage and management studies.
12. Compiling inventories of furniture and equipment located in the Old City Hall.
13. Preparing schedules for bulletin boards, corridor signs, lobby and floor directories, elevator transom directories, etc.
14. Reviewing and handling of certain City Council Orders and Resolutions.

This division, established for the purpose of carrying out administration policies, has, in addition to the projects above cited, been actively engaged in other activities of a more or less routine, administrative nature, the more important of which include the following:

1. The compilation of minutes of all Administrative Services Board meetings and distribution of same to Board members.

2. The compilation of minutes of all Public Safety Commission meetings and distribution of same to Board members.

3. The compilation of annual reports for both the Administrative Services Board and the Public Safety Commission.

4. Investigations and inspections in connection with various administrative functions.

5. Handling of Director's and Board's correspondence.

6. Handling of Public Safety Commission's correspondence and the carrying out of actions of said Board.

7. Guidance in the establishment of the Central Mailing Room in the New City Hall.

8. In-Service Training Programs.

9. Preparation and distribution of the following directives or notices concerning various administrative subjects:

Announcement of data processing and other in-service training courses.

Requesting attendance at the National Conference of the American Society for Public Administration held at the Sheraton Boston Hotel.

Instructions on the moving of records into the New City Hall.

Regulations and procedures of Central Mailing Room in New City Hall.

Instructions and procedures for awarding or renewing contracts amounting to \$2,000 or over.

Notice on moving and New City Hall occupancy plans.

Reminder to accelerate compilation of 1967 annual reports.

Instructions for disposal of surplus office equipment.

Establishment of summer working hours.

Urging the purchase of Savings Bonds and Freedom Shares.

Amendments to typewriter repair procedures.

Adoption of skeleton forces at various times.

Voters registration campaign.

Overtime agreement as a result of collective bargaining.

Instructions for the conducting of a public employment survey at the request of The Human Relations Task Force.

Instructions in the processing of overtime payrolls.

Instructions in the preparation of departmental organizational charts.

Due to the many studies involved in our moving to the New City Hall, it was impossible to organize and present an Annual Conferama during the past two years but we are hopeful that our moving and relocation problems will be lessened during the present year so that an opportunity will present itself to reinstitute these annual presentations during the current year for the edification and benefit of city officials, employees, and the general public.

IN-SERVICE TRAINING UNIT

The reality that In-Service Training must be involved in the life of municipal personnel surely requires no debate. Such integration develops very relevant skills and talents and the knowledgeable these bring to bear on municipal problems makes them less complex. The Director, working closely with the In-Service Training Coordinator, has manifested a special interest in this phase of operations, thereby providing, for the first time, exciting scholastic opportunities for all department officials or employees seeking to improve their knowledge and expertise in various fields of municipal administration.

The results of their efforts will be communicated to every city official and employee through the pages of an In-Service Training Manual which has been prepared and is now in the printing process. As soon as delivery is made by the Printing Plant, each department will receive an adequate supply for the ready information of all its employees.

The contagion of this new spirit and enthusiasm seemed to have spread to the Committee on Ordinances and Resolutions of the Boston City Council. This committee was desirous of hearing a complete report and review of In-Service Training activities with a view toward establishing an employee training committee. The committee was told that it was the desire of the Director to focus on education in Public Administration.

The Training Coordinator revealed that Harvard University does have a program for mid-career education for the public service. With authorization, he forthwith applied for applications to be completed by interested City of Boston personnel. At the suggestion of the coordinator of this program at Harvard University, communication was directed to the Director of Program Management at the National Institute of Public Affairs, Washington, D.C. It is to be regretted that no attention was paid to the City of Boston request. This will not serve as a discouragement, however, but rather as a spur which, hopefully, someday will see the enrollment of some of our qualified civil servants. True enough, the qualifications are demanding, one of which is the possession of a Bachelor's Degree, but we feel as time goes on that we will have nominees who will have demonstrated their capacity for eventual promotions to higher positions requiring executive responsibilities.

With pardonable pride, we accepted this opportunity to tell the committee that Carl Stefani of the Public Works Department became the first employee of the City of Boston to earn the Degree of Associate in Engineering with high honors. We were further proud to tell of our efforts to have him become enrolled in the Civil Engineering Technology Baccalaureate Program—Sixth Year. In the fall, it was accomplished that under an assignment process, Carl Stefani began courses which for the next year and one half will have him further pursuing evening courses in Lowell Technological Institute but thereafter for the next year and one half, he shall become a resident student at the institute with full salary and tuition fees paid.

The committee expressed its satisfaction with the outlines given for broadened development and requested a report on accomplishments in the year 1969. Such support and interest will always please the Director of Administrative Services and the Training Coordinator.

Included in the announced program were such innovative courses as:

Edu-Center Course for Typing

Speedwriting Course

Massachusetts Department of Education Summer Courses
(including 14 different courses)

Lowell Tech Institute Summer Courses

Not too much credit can ever be given to James A. Travers, Director of Youth Activities, for his desire to create educational opportunities for all in his employ. Upon his request for information regarding sociological studies, he seemed to be agreed that that course which would supply a psychological basis of social issues should be attended by certain members of his department. This would be in an attempt to supply basic psychological knowledge from all areas of the field for the understanding of a selected social problem, such as poverty, race relations, and group conflict.

The Training Coordinator was one of those called upon by the Director to attend the 1968 National Conference on Public Administration held at the Sheraton Boston Hotel, March 27-30, 1968. He also attended Seminar Two of the 1967-1968 series of citizens' seminars on the fiscal, economic and political problems of Boston and the metropolitan community sponsored by Boston College in January, 1968, at Faneuil Hall. The Training Coordinator was especially pleased to lend assistance to Professor Douglass V. Brown, Alfred P. Sloan Professor of Management at the Massachusetts Institute of Technology. Professor Brown heads a study committee appointed by you to participate in a study of the city's structure for the conduct of labor relations and personnel administration.

As an endeavor quite apart from usual duties and responsibilities of the Training Coordinator, he was also called upon by the Commissioner of Traffic and Parking to submit an examination to be taken by recruit meter maids. The examination was conducted by him and all papers graded together with a report to the Commissioner of Traffic and Parking on the results of the examination. This examination was held on the evening of October 28, 1968, at Fire Headquarters, 115 Southamptton street. This unit also rendered able and willing assistance in conducting Mechanical Aptitude Tests for 17 men of the Labor Force of the Public Works Department.

Attention is now drawn to that portion of In-Service Training fostered by the Administration which prepares an individual for a specific occupation or employment after he is accepted as an employee but before he actually goes on the job.

Staffing the Department of Health and Hospitals, the Boston Police Department, and the Boston Fire Department is only partly completed when vacancies have been filled by new appointments.

A recruit for the classification of Patrolman, Fire Fighter, or let us say, Radiologic Technician, must be taught to do his job. Later on, to keep these employees up with the scientific and technological changes that affect their jobs, these three departments offer long lists of specialized education subjects for the development of skills. But first, upon entrance, the recruit must be taught to do the job—become indoctrinated concerning official procedures, lines of authority, and the like.

Today, at Health and Hospitals, a career offer is being made to the entire community even if no other talents are evident at beginning level than clerk, porter, or kitchen helper to fulfill hidden desires to be a nurse, nurse's assistant, medical worker, resuscitation therapist, computer trainee, or statistical machine operator. All this career development and much more is now available systematically.

Today, at the beginning level, a successful recruit for the Boston Police Department knows that one day he

may be selected to receive a full college education awarding a degree.

The work of assembling data on individual training needs of recruit fire fighters by training officers of the Boston Fire Department Academy goes on unceasingly. This offers assurance not only to the recruit but to the entire citizenry that applicants will receive the best training in the land.

Today, a checklist is proposed not only to present personnel but to all on the outside who are contemplating a municipal service career. The individual simply needs to ask three questions—Where am I now? What are my goals? What kind of training do I want to receive to reach my goals?

Not only were more courses developed in the year 1968 but more enrollments than ever before was the happy experience.

Without the enthusiastic assistance of Jeffrey J. Keating, Assistant Director of Vocational Education, Boston School Department; Miss Faine McMullin, Health Training Programs Coordinator, Health and Hospitals Department, and Miss Anne M. Shea, Special Programs Assistant, BRA, enrollments would not have been as large.

ANALYSIS OF 1968 IN-SERVICE TRAINING COURSES

Engineering Courses — Lowell Technical Institute

Five-Year Associate Engineering Degree Course — 29 students

Unit Engineering Courses — 3 students

Baccalaureate Program, Sixth Year — 1 student

Data Processing Course — Lowell Technological Institute

Five-Year Associate Degree Data Processing Course — 8 students

Bureau of Public Affairs — Boston College

Municipal Finance and Budgeting — 8 students

Municipal Collective Bargaining — 6 students

Municipal Planning and Zoning — 7 students

Municipal Personnel Administration — 3 students

Municipal Purchasing — 3 students

Boston School Department — Clerical Courses

Typing I — 26 students

Shorthand I — 39 students

Shorthand II — 14 students

Secretarial — 13 students

Rapid Reading Course — Boston School Department
36 students

Edu-Center for Touch Typing
15 students

Red Cross Course
5 students

Extension University — Spanish Course
1 student

Welding Course — Boston Trade School
1 student

Supervisory Training Course — Newton City Hall
1 student

Speedwriting Course — Bryant and Stratton
2 students

Extension University — Summer Courses
2 students

Medical Records Course — Health and Hospitals
25 students

Spanish Course — Health and Hospitals
105 students

DATA PROCESSING UNIT

The Data Processing Unit of the Administrative Services Department is responsible for the quarterly and semi-annual commitment and billing of water service; the annual commitment and billing of sewer use charges; preparation of unpaid charges added to tax lists and cards on water and sewer use charges; and the sending out of second notices on unpaid sewer bills, with interest, approximating some 25,000 accounts.

The unit also provides three proof copies of the voting lists in addition to the duplicating masters from which the voting list is made. It now prepares the official record of registration which reflects all changes made during the past year. Polling place changes are sent out to voters and omitted police listing post cards are forwarded to residents for verifications. Approximately 25,000 jury selection summonses are also prepared.

The police list function includes the preparation of the preprinted listing cards, proof copies of the police list, and also the duplicating masters. The police dwelling check list is also part of this function.

In addition to the above, the unit also acts as a service unit for other city departments, when necessary, such as

City Hospital, Assessing Department, Public Works Permit Office, Office of Public Service, and the Boston Redevelopment Authority.

Volumes of Principal Activities as Follows:

Water Commitment	90,000 Quarterly
Water Bills	90,000 Quarterly
Water Added To Tax	20,000 Annually
Water Name and Address Cards	25,000 Annually
Sewer Commitment	90,000 Annually
Sewer Bills	90,000 Annually
Sewer Added To Tax	22,000 Annually
Fire Pipe Bills	2,000 Annually
Sign Permit Labels	30,000 Annually
Police Listing Proof	500,000 Annually
Police Listing	500,000 Annually
Police Listing Cards	420,000 Annually
Police Listing Change Cards	60,000 Annually
Police Dwelling Check List	90,000 Annually
Voting List Proof	300,000 Annually
Voting List	300,000 Annually
Voting List Proof—Supplementary.	20,000 Annually
Voting List—Supplementary	20,000 Annually
Registration Record	300,000 Annually
Omitted Police List Post Cards	25,000 Annually
Polling Place Change Post Cards	14,000 Annually
Jury Summons Cards	25,000 Annually
Jury Summons	25,000 Annually
Marriage Record Cards	18,000 Annually
Personnel Name and Address Cards	25,000 Annually
Hospital Billing Cards	250,000 Annually

This unit is now in the process of expanding its record installation into a computer facility to service the data processing needs of all city departments. The eventual goal of the centralized computer center is the creation of an integrated fiscal information system in order to provide immediate and accurate reporting in all financial areas.

The initial phase of this program includes the shifting of data processing functions performed on unit record equipment in the Auditing, Assessing, and Treasury Departments to the IBM 360 Model 20 computer in the Administrative Services Department.

Although the implementation of computer processing in these fiscal and administrative areas will result in more accurate and faster recording and reporting of financial requirements, the conversion phase does not include any major systems changes. Various changes are being studied, designed, and developed in the areas

of payroll procedure and processing, appropriation accounting and reporting, and Real Estate Tax billing. It is expected that these changes will be formalized and presented to the Board of Administrative Services for consideration during 1969.

The decision to improve the data processing capabilities and provide the ability to modernize and update all areas of administrative and financial requirements, is the prime reason for the establishment of the computer facility. The goals will be realized in phases. At the present time the conversion phase is being implemented.

The goals of the centralized computer center are to develop three major data bases for utilization by city departments in urban management and operations. These data bases are:

1. Integrated fiscal system
2. Personnel records
3. Land use records

BUDGET DIVISION

The Budget Division, operating under the direction of the Supervisor of Budgets and the Deputy Director for Fiscal Affairs, is the staff that must recommend the allocation of that ever-scarcer resource, taxpayers' money, among the various municipal and county departments.

At the present time we are faced with a particularly difficult budgeting task. Unfortunately, the revenues that reach the city through the state's Local Aid Fund are predicted to sharply decrease, while at the same time expenditure needs, especially those generated by collective bargaining agreements, are sure to increase. This means that the 1969 budget has to be an austerity budget in every sense of the word, so that the impact on the tax rate will be minimized.

In the preparation of our 1969 budget, we are hopeful of paring at least \$10 million from departmental requests and are striving to submit a total budget for city, county, and income departments that will be somewhere in the vicinity of \$20 million less than the previous year.

This year the budget format was changed. It is hoped that the new format will be more readable, and thus provide for easier, and more effective, review by the Council. In addition, the production cost of the new format is somewhat less than the old style.

Besides preparing the budget, the Budget Division has the responsibility for supervising departmental expenditures. The purpose of this supervision is to insure that the taxpayers' money is spent in the most efficient way, and to be certain that expenditures are consistent with your directions and those of the City Council.

In addition to its ordinary duties with respect to the preparation and administration of the budget, the Budget Division will undertake a series of specific management analysis projects in the summer of the current year that will examine various aspects of city operations which, hopefully, will result in recommendations that can be implemented in the next budget, leading to better service at the same or lesser cost. The Budget Division is thus one of the most important management arms of city government.

In 1968, for the first time, a number of interns from various universities spent full time during the summer months, and part time during the fall and winter, working on city-related projects. One successful project was the Mayor's Task Force on the Fiscal Cycle, which was composed of prominent citizens from the Boston area, but which was largely staffed by interns. This Task Force produced a report recommending changes in the fiscal year, the tax collection cycle, and the budget planning cycle. Although many of these proposals had been made before, this was the first time that a complete analysis had been performed and the result has been support from all parts of the state for legislation that would accomplish the Task Force's recommendations. Other interns worked to prepare special fiscal reports, to analyze the future implications of the pension system and provided staff assistance to the Trustees of the Health and Hospitals Department and the City Administration in connection with the preparation of a report submitted to you on the management of that department.

PERSONNEL DIVISION

In July of 1968 the functions of the Welfare Department were assumed by the Commonwealth of Massachusetts. One thousand and twenty-nine employees of the Welfare Department were transferred to the service of the Commonwealth.

Staff assistance was given the Mayor's Labor Relations Representative in collective bargaining with organizations representing city and county employees.

The Personnel Division participated in two fact-finding proceedings under the provisions of General Laws, Chapter 149, Section 178J, before the Massachusetts Board of Conciliation and Arbitration. The first proceeding involved approximately 177 county employees in the Suffolk County Court House. The second involved 27 electrical inspectors in the City of Boston Building Department. The fact-finding proceedings were a new development in the area of collective bargaining and were a further sophistication of the negotiating process.

On November 15 the Personnel Division moved into its new office on the sixth floor of the New City Hall. The new and larger facilities will enable the division to expand its function in new areas of personnel administration. A section has been established in the Personnel Division known as the Classification and Compensation Section. Its function will be to conduct investigations and surveys in the various city departments and to make recommendations to the Supervisor of Personnel as to job classification and staffing. Particular emphasis will be given to the development of job description to the end that each employee's job description will be complete, accurate, and current.

The Polaroid Identification System established in 1967 has been developed and expanded to include a large number of city personnel whose duties bring them in close contact with the public, such as investigating, inspecting, and in other field operations.

Continual improvement has been made in the area of personnel statistical information, resulting in up-to-date wage and fringe benefit comparisons with government and private agencies.

Amendments were made to the various Compensation Plans due to existing and newly negotiated Collective Bargaining Agreements.

HEALTH BENEFIT AND INSURANCE UNIT

As of December 31, 1968, this unit completed its sixth year of service of active and retired employees enrolled in this program.

The 80 percent recovery for Out-Patient care and prescribed medicines by the employee or retiree was, for 1968, the first full year of this benefit and, according to information gathered by this office from employees and retirees, is working out satisfactorily for all entitled to this type of benefit.

This unit received in 1968 a substantial dividend or refund on 1967 premiums from the optional portion of the life insurance contract, enabling us to distribute this dividend among the employees participating in that portion of the contract (optional) by paying to the insurance company, for a period of six months, the optional premiums due, without any cost to the employee. This "free ride" started in October of 1968 and will continue through March of 1969.

The members in our "student" program (sons and daughters of employees and retirees) have so increased in number that in our negotiations with Blue Cross-Blue Shield for 1969 contracts, we were successful in having this group declared 100 percent creditable. As a result, the monthly premium costs for 1969 were decreased almost three dollars a month, and we feel in view of today's rising costs, this was a real accomplishment.

In addition to the routine processing of claims, activating new enrollments, reviewing various hospital and medical plans presently in existence, and conducting other studies that may result in an expansion of activities in the not too distant future, we are always on the lookout for new ideas and new plans that will prove most beneficial to the city and county employee and his family. We are aware of your special interest in this all-important function and will continue our efforts to improve and expand our present program, when and as opportunities present themselves.

PURCHASING DIVISION

The following program was drawn up by the Purchasing Agent, Robert T. Kenney, for a more efficient and effective operation in the field of centralized purchasing. Although this plan was not adopted in toto, certain phases or recommendations contained therein were placed into effect in 1968, with the result that some \$300,000 in savings were realized during the year.

A Program to Professionalize the Purchasing Division of the City of Boston

The program is intended to move the Purchasing Division from its present operation of limited effectiveness to one of professional service and aggressive economizing of the taxpayer's dollar. The City of Boston is one of the few major cities which does not have a strongly centralized purchasing department. The purchasing function in Boston is only partially centralized and has in the past been subjected to substantial political influence.

A professional purchasing department should:

1. Expeditiously service the requesting department.
2. Effectively assist vendors wishing to sell to the city.
3. Energetically obtain lower prices and save tax dollars.

The basic structure of the purchasing system while needing minor improvement appears adequate. The system is more cumbersome than industrial purchasing systems but many of the extra procedures can be attributed to the need for additional control inherent in public systems. The operation of the Boston purchasing system, however, needs substantial improvement. In many cases, the service and control afforded by a centralized purchasing department is being circumvented by the use of service orders issued by individual departments.

The following program provides specific recommendations for professionalizing the department. It is by no means intended to exhaust all possible improvements. The first nine (9) recommendations are major in nature;

the remaining fourteen (14) cover detailed procedures. The implementation of many of these recommendations has already been commenced.

1. INSTITUTE A PROGRAM OF FORMALLY PREPARED AND APPROVED SPECIFICATIONS

There are some well defined and properly evaluated specifications. However, in the majority of cases, product specifications are haphazardly drawn up, if they exist at all. A well-conceived specification system is necessary to insure that the city consistently obtains the most effective products at the lowest cost. The program proposed will provide a specialized section of the Purchasing Division which can work with the buyers, vendors, and using departments to research, prepare and obtain approval on specifications for most of the items purchased.

The ultimate decision on the effectiveness of a product rests with the using department. The Purchasing Division, however, can provide invaluable service by evaluating specifications to insure that they are not unnecessarily restrictive, and by comparing the proposed specifications with those used by the federal government or other municipalities, offering technical suggestions for improvement. In fact, it should be the standard procedure of the department that, whenever federal specifications are not followed, the specific reasons for deviating should be written and placed on file. The specifications program has already been started but additional personnel will be required before it can proceed in high gear.

2. DEVELOP THE CAPABILITY FOR TESTING AND INSPECTING THE QUANTITY AND QUALITY OF PRODUCTS

At present, the Purchasing Division must rely on informal tests by the ordering department to determine the effectiveness of products. There is no formal program to evaluate the quality and the quantity of the products received. It often happens that unwarranted complaints are presented, especially when there is an attempt to try a new lower priced product or to change from a favored supplier. Under this program, personnel in the Purchas-

ing Division would inspect and report on the effectiveness of selected products, especially in the case of large equipment purchases where substantial savings might be achieved by instituting claims under the warranty. This section would also coordinate laboratory tests for new products.

The primary responsibility for checking the quantity of goods received rests with the person signing the receiving notice. To insure that these procedures are being properly followed and that vendors are supplying the quantity ordered, this section would also verify the accuracy of receiving reports.

3. A VALUE ANALYSIS PROGRAM SHOULD BE INSTITUTED

Value Analysis is a proven program used throughout industry in which purchasing personnel and the ultimate user review products to determine the availability of less expensive substitutes capable of performing the same function. It is not merely a program to buy cheaper products. It is sometimes found that a product is too good, that the product performs unneeded functions and that it can be redesigned to perform more effectively at less money. The savings obtained through these programs have been outstanding.

Under the direction of the Purchasing Agent, each division would set up a "Value Analysis Coordinator" who would work with purchasing personnel to search for savings. The program would require each department to make a report every six months to the Mayor stating the savings achieved and the potential savings under study.

4. PROVIDE CASH AWARDS TO EMPLOYEES OFFERING COST SAVING SUGGESTIONS

An employee suggestion system should be instituted to provide cash awards to those employees offering acceptable cost saving ideas. Similar programs are used throughout industry and the federal government, and are an effective way to motivate employees.

The awards are generally based on some prescribed percentage of the savings. A committee would be set up to review the suggestions and would include the Supervisor of Budgets, the Purchasing Agent, the Commissioner of Public Works, the Director of Administrative Services and the department head of the department in which the suggestion originated.

Purchasing personnel, the Value Analysis Coordinators, and those with the authority to approve suggestions would, of course, not be eligible for cash awards. The program must be carefully designed to insure equitable treatment and to prevent abuse, but the federal government system affords an acceptable model.

5. MORE PURCHASES SHOULD BE CENTRALIZED IN THE PURCHASING DIVISION

Only a small proportion—18 percent—of the money expended by the city for goods and services is processed through the central Purchasing Division. Centralized purchases amount to approximately \$14,000,000 of a total of \$77,000,000. To effect better control and to obtain lower prices through group purchases, more of the city's expenditures should be centralized.

The organization of the purchasing departments of three major cities were analyzed, namely Chicago, Cincinnati, and Philadelphia. In all of these cities, the central purchasing department was responsible for the purchase of both materials and services. In Boston, services are purchased by the individual department.

The ultimate responsibility for determining the acceptability of any contractor, of course, rests with the using department. The centralized department, however, affords an extra element of review to prevent abuse. This centralized review tends to minimize restrictive specifications which channel the business to favored contractors. Also, savings can be achieved by combining the service contracts of several departments.

The control afforded by centralization is also circumvented by the leasing of equipment by individual departments rather than through the Purchasing Division.

The decision to lease should, in most cases, be based on financial considerations. Another weakness is that contracts requiring the supplier to furnish and install equipment are handled through service orders.

The implementation of these recommendations is feasible, but is a far-reaching project which should be implemented gradually. Ordinances might have to be revised. The Purchasing Division would require additional personnel which could in all probability be obtained by transferring some of the people performing these functions in the individual departments.

6. THE PURCHASING DIVISION SHOULD BE REORGANIZED TO IMPROVE ITS EFFECTIVENESS

In addition to the reorganization required to perform the added functions recommended in this report, the Purchasing Division should be reorganized to improve its effectiveness in performing the present functions. The attached organization chart outlines these recommendations which would improve efficiency, freeing existing personnel for new duties.

It is interesting to note that the budget of the Purchasing Department in Philadelphia is approximately \$1,000,000 while the budget in Boston is only \$225,000. There is most certainly no need to match the expenditure in Philadelphia but the comparison highlights the relative lack of activity in Boston.

One of the main features of this reorganization is to combine buying units under a Principal Buyer to improve supervision and to provide for effective operation during the absence of any specific buyer. A clerk-typist would be added to each group to speed up the processing of purchase orders. A new position of Purchasing Expediter would also be created providing faster and more effective service for emergency orders.

7. EXPAND THE CENTRALIZED WAREHOUSE FOR COMMONLY USED SUPPLIES

To a limited extent, office supplies are centrally warehoused in the Printing Department. This program

should be increased to achieve the substantial savings possible through large-scale purchases and standardization. Other common items should probably be included for example—light bulbs, cleaning supplies, automotive parts, etc.

To determine if savings are possible, the prices of publicly advertised bids should be obtained on two bases: the first for a one-time delivery to a central warehouse and the other for periodic deliveries as requested.

The comparison of these two prices will indicate the cost savings which could be obtained from a central warehouse. Whenever a cost savings is uncovered, the item should be added to the stock list of the warehouse.

Philadelphia, Chicago, and Cincinnati, the three cities analyzed, have central warehouses, so there appears to be some advantage to setting up one in Boston. The police station adjacent to the Printing Plant, soon to be vacated, might be a suitable location for the warehouse.

8. SIMPLIFY THE CONTRACTS PREPARED FOR LARGE ORDERS

The institution of a simplified contract should be undertaken to reduce the unnecessary paper work inherent in contracts executed for orders over \$2,000. This is not to say that orders over \$2,000 should not be publicly advertised to stimulate competition. Once advertised, however, purchase order style contracts should be used for purchases under \$10,000.

Under the present system, the contract is processed through the following steps after public advertisement:

1. A letter of award is approved by the Mayor, the Director of Administrative Services, the Supervisor of Budgets, and the Purchasing Agent.

2. A contract is prepared in four (4) copies and is signed by the Vendor, after which it is signed by the Purchasing Agent, the Corporation Counsel, the Auditor, and the Mayor.

3. A performance bond is also executed by the vendor but is of limited value for standard commercial products.

In industry, if a vendor of standard products is of such questionable reliability that a bond is necessary, he would not be selected.

4. After a contract is approved, a purchase order is also prepared by the Purchasing Agent and is again approved in the Budget and Auditing Departments. It is recommended that steps 1, 2, and 3 be modified for orders under \$10,000 and purchase order type contracts substituted.

9. DATA PROCESSING EQUIPMENT SHOULD BE USED IN THE PREPARATION OF PURCHASE ORDERS

Modern data processing techniques can be utilized to improve the effectiveness of the purchasing function. Greater speed in performing routine clerical tasks and additional information to make better decisions would be obtained.

To speed up the preparation of purchase orders and the approval by the Auditor, purchase orders should be prepared on automatic typewriters, which along with the purchase order, would prepare either paper tape or punched cards for automatic input into the computer, to determine the availability of funds. Substantial key punching effort will be saved in the Auditing Department.

Data processing equipment can also be used to maintain the commodity records which are used by the buyers to determine the usage of particular items. With accurate information, the buyers are better able to negotiate large-scale purchases.

The following fourteen suggested improvements cover detailed purchasing procedures. Their implementation will improve the effectiveness of the division and afford additional control to prevent abuses.

1. *Buyer Rotation*

To afford greater flexibility and control, buyers ought to be rotated to new buying groups periodically. A policy of gradual rotation will provide the capability to obtain substitute buyers during vacations and sickness, also providing additional help during periods of heavy volume. New ideas will also be stimulated.

2. *Filing Procedure*

To prevent the issue of duplicate purchase orders, the requisition should always be filed with the purchase order copy which is filed numerically. A duplication of several thousand dollars was uncovered which might have been prevented by this procedure.

The control of purchase orders is almost as important as the control of blank checks. Purchase orders should be stored under lock and any missing numbers investigated.

The unauthorized change orders and superseding purchase orders can be prevented by filing the substantiating documents with the orders.

3. *Vendor Records*

An extra copy of the purchase order set should be filed in alphabetical sequence by vendor to eliminate the necessity of posting each order to a vendor record card. This revised procedure will free one clerk for assignment to other duties.

4. *Buying Services*

The technical evaluation of products can be obtained by subscribing to commercial testing services. The reports of Buyers Laboratories, Inc., have been obtained to improve the purchasing of office equipment and cleaning supplies. Additional services for other areas should be obtained.

5. *Blanket Purchase Orders*

Blanket purchase orders covering the quarterly requirements of small, hardware store-type items are, of course, necessary. The present system should be revised, however, so that the Purchasing Division receives a copy of the vendor's invoices or delivery tickets so that the prices can be reviewed and the quantities verified.

6. *Annual Drug Contract*

The annual drug contract to various vendors amounts to approximately \$1,000,000. One half of the contract is awarded to companies in dollar amounts without specifying in detail the items required. This practice substantially reduces competition by eliminating the opportunity

for vendors to submit substitutes. Data is being collected so that in the future all bid advertisements will specify the detailed items required.

Whenever possible, in all other areas, the proposal for bids should specify the items required and should not merely state a dollar amount.

7. *Facsimile Signatures*

In the past, purchase orders have been signed with a rubber stamp. This practice should not be reinstituted. Control cannot be effectively maintained if these orders are not subjected to executive review.

8. *Standardization of Office Equipment*

Instead of allowing every department to purchase whatever brand of office equipment is desired, it should be the policy of the administration to standardize on the most optimum brand determined by the Purchasing Agent or the Administrative Services Board. In special situations, of course, the brand desired by the department should be obtained. Substantial savings can be obtained through standardization, but at present the Purchasing Division does not have sufficient authority to standardize.

9. *Bid Advertisements*

To reduce printing costs, the numerous advertisements appearing each week in the *City Record* have been consolidated into one advertisement. Much of the printed matter covers the standard legal requirements which need not be repeated for every advertisement. This consolidation should be extended to cover the bids of other departments.

10. *Generic Drug Purchasing*

The practice of purchasing drugs by generic rather than trade name has been followed to a limited extent in the past. To more effectively take advantage of the substantial savings possible through generic purchasing, however, an approved vendor list should be developed with the guidance of hospital personnel. The generic drug from one manufacturer could be satisfactory while

another manufacturer's product might be unacceptable. This program could use as a starting point the vendor listings used by other large cities. The hospital must, nevertheless, review and approve each vendor.

11. *Annual Equipment Purchases*

Upon approval of the budget, all similar equipment purchases should be consolidated into one publicly advertised bid to achieve the savings of large scale purchasing. While it has been the stated policy in the past to consolidate these purchases, the policy has not been followed. The recent vehicle advertisement is an attempt to more aggressively follow this policy of consolidation.

12. *Written Quotations for Small Orders*

The practice of obtaining written quotations for orders between \$500 and \$2,000 should be more completely followed than in the past. If the quote number is placed on the outside of the envelope, there is no need to open the quotes before the deadline, thus eliminating the possibility of relaying the quotes received to a favored vendor so that he could underprice the competition.

13. *Emergency Requisitions*

Purchases made before notifying the Purchasing Division are unnecessary except in very rare cases. Telephone authorization is feasible at the very least. With the institution of the position of Purchasing Expediter, recommended above, the service on these emergencies creates a "vicious circle" by slowing the processing of regular requests until they also become emergencies.

14. *Commodity Records*

Every buyer ought to maintain up-to-date commodity records in sufficient detail to assist him in estimating the annual requirements for the items purchased. While these records have existed in the past, the daily postings have not been kept current. The usage reflected on these records along with the estimates from the using department serves as the basis for the annual contracts.

SURPLUS PROPERTY UNIT

The problems and conditions that were mentioned in the last annual report have been corrected or eliminated. The request for a central storage space for surplus property would be very expensive and, at present, is believed to be unnecessary. The present policy for handling surplus property eliminates the need for a central storage area. This has been in effect since August and is as follows:

1. When surplus property is available, city departments are contacted and asked if they can use it.
2. If not, every effort is made to sell it.
3. If it cannot be sold, it is given away to charitable organizations such as Heart Fund, Cancer Society, etc.
4. If it cannot be given away, it is junked.

The pupils' desk and chair sets (approximately eight thousand), which were replaced by a federal government program, are still stored in the Quincy Storage Market Warehouse on Atlantic avenue. The desk and chair sets have been here for over two years, and it is a concrete example of why the new policy should be adhered to. A special effort will be made in 1969 to dispose of this surplus item. The hospital beds and bedside tables, which were stored in the Long Island Hospital, have been disposed of.

An extensive study of the procedures and routines of the Purchasing Department was made during the early months of 1968, and it was concluded that the handling of surplus should be removed from the buying unit responsible for its operation and be made a distinct, separate unit. This would allow more efficiency and closer control for this important function of the Purchasing Department. This action was definitely accepted as a necessity because of the huge amount of office furniture and equipment that would become surplus as a result of the move to the New City Hall.

The responsibility for the operation and control of this new unit was placed under a temporary appointee

who was designated "Surplus Property Officer and Inspector" in July of 1968. An immediate study of the practices and procedures of handling surplus property was made and some changes were initiated for a more efficient operation.

The main and most important item on the Surplus Property Officer's agenda for the year was the moving of city departments into the New City Hall. The moving of departments from the Old City Hall and Annex did not offer any immediate problems because the surplus furniture was left there and disposed of at a later date.

The four departments that were located in rented property did pose some problems. Many weeks before these departments moved, an inventory of office furniture and equipment not being moved to the New City Hall was taken. When this surplus furniture became available, interested city departments were contacted and notified to submit their requirements.

The first such department to move was the Veterans' Services, which was located on Chauncy street and consisted of 22 separate offices. Two or three days prior to their moving, all this surplus property was tagged with the department and location to which it was allocated. On the day they moved to the New City Hall, all the surplus furniture was moved at the same time. The same procedure was followed when the Public Facilities Department (25 separate offices) and Law Department (35 separate offices) were moved. This procedure saved the city considerable expense by eliminating the moving of furniture to a storehouse and then moving it again to a department requiring it. The department occupying rented quarters had to have all surplus furniture removal expedited to avoid the city being penalized by paying rent for occupancy beyond agreed lease or rental period.

As each department moved from the Old City Hall or the Annex, the doors were padlocked and surplus disposed of as quickly as it was feasible.

Many Boston departments or agencies have been recipients of this surplus furniture, including agencies established in 1968, such as the Office of Public Service (Little City Halls), Office of Human Relations, the Meter

Maids of the Traffic and Parking Department, all of which contributed to the savings realized in this approach and procedure.

Recommendations that should be considered are the need for one clerk-typist for correspondence, record keeping, and answering telephone when the Surplus Property Officer is on field trips. Visits should be made to other large cities to study their methods of handling surplus property with the ultimate goal of setting up a complete and accurate records system of surplus property.

OFFICE MACHINE REPAIR UNIT

The following work was performed by this unit in 1968:

- 1,190 manual typewriters repaired on calls
- 30 manual typewriters overhauled
- 45 electric typewriters repaired
- 51 adding machines repaired
- 5 adding machines overhauled
- 5 time stamp machines repaired
- 1,175 typewriter inspections
- 32 surplus manual typewriters turned in, repaired, and/or loaned to various departments

The above work was performed by two office machine technicians at a total cost of approximately \$12,500. In the current year, we will request an additional \$1,500 to cover the cost of additional equipment which we consider necessary for the proper handling of new machines which were acquired during the past five years.

It is estimated that if the services rendered by this unit were performed by outside firms, the costs involved would be substantially higher than the costs cited above.

PRINTING SECTION

As in 1967, the Printing Section again in 1968 has continued its policy of attrition. One employee died, three retired, one resigned, eight temporary positions were terminated—and no replacements were made. Therefore, in spite of cost-of-living wage increases for both union help and those who come under the Classification

and Compensation Plan, we have managed to increase our payroll only slightly.

We rented an IBM installation—consisting of one stand alone machine, two composers, and a computer—and trust that our high hopes for this method of type-setting in preference to monotype or linotype will be fulfilled.

In the meantime, by careful scrutiny of jobs to see which can be done most expeditiously by one of these three methods and consequent distribution to the respective departments, we have managed to fulfill our printing obligations to the city.

ART COMMISSION

Due to budgetary limitations, the Art Commission has been unable to accomplish or perform much of the work it believes should be initiated to either restore or retain many of the statues and monuments located throughout the city which are in need of cleaning and repair. With only \$1,000 allowed for this work, you can appreciate how we are frustrated and stymied in furthering our efforts. However, we can also appreciate that the city's financial picture during the past several years and at the present time does not permit of our requesting funds that may be needed for more important projects. We have been living with this type of situation the past decade but the time will arrive within the next five or ten years when a major overhauling of all of our works of art will require attention and definitive action.

Two major jobs were completed during 1968 which exhausted our appropriated funds namely, \$450 for a granite marker to the Old Burying Ground in Brighton and \$500 for necessary repairs to the granite base of the Washington Statue in the Public Garden. The latter job was due to the loosening of stones by climbing vandals which had to be reset immediately to avoid still further damage and additional work on the joints before another winter's frost would make them worse.

We are grateful to two groups of students from local colleges who volunteered to clean the Garrison Statue on

Commonwealth avenue and the Adams Statue in Dock square, both of which jobs were accomplished without cost to the city and as a part of initiation ceremonies of the colleges involved.

The Commission met on several occasions during the year with a group from the Boston Redevelopment Authority to select sculptures for the New City Hall, the new police station and the parking garage, all located in the new Government Center Complex.

Boston has always enjoyed a high standard among the large cities of the country and the world in its appreciation of the arts, and it is comforting to know that personages of such high caliber in this particular field have been selected to take charge of this important function of government.

The members of the commission include the following:

Nelson W. Aldrich, Chairman, nominee of the Massachusetts Institute of Technology, term expiring May 1, 1969.

William B. Osgood, nominee by the Trustees of the Boston Public Library, term expiring May 1, 1970.

Margaret Fitzhugh Browne, nominee of the Copley Society of Boston, term expiring May 1, 1972.

Alice M. Walsh (nee Maginnis), nominee of the Museum of Fine Arts, term expired May 1, 1968.

Marvin Goody, nominee of the Boston Society of Architects, term expiring May 1, 1970.

David McKibbin, 10½ Beacon Street, Boston, employed as a clerk on a part-time basis.

CONCLUSION

We have a deep appreciation of the many major problems which you inherited at the beginning of the year 1968 and are aware of the fact that you faced these problems in a sane and intelligent manner without recourse to austere action which, in all probability, would

have resulted in the city receiving unfavorable and adverse publicity. With revenue sources limited and demands for new services or improvements in present services multiplying from day to day, it is extremely difficult to project what the future has in store.

Although we enter into the year 1969 with little or no assurance from either the state or federal governments of increased financial assistance to which we are justly entitled in many areas of municipal operations, we, nevertheless, sense that both governmental units will shortly realize that without their cooperation, more especially in the field of fiscal responsibilities, many large cities throughout the Commonwealth and the nation will be obliged to decrease or possibly eliminate many of the major projects undertaken or services now being rendered which are necessary for the comfort, health, and security of its people. Hopefully, we do not believe that this will ever occur in the most prosperous and richest country in the world.

Boston has always been a proud city but we cannot live on traditions of former greatness. Traditions are spurs to activity and achievement, not foundations upon which to build accomplishments. We believe the day has arrived when Boston needs a community united in action and purpose, animated by the broadest of American ideals, infused by the spirit of progress, and regardful of the true meaning of Americanism.

In this spirit, we are looking forward to reviewing and studying the report of your Boston Home Rule Commission which we understand will be issued in the near future. We are certain that this document will contain many innovations for a bright future for our city, many of which may have been discussed and recommended by previous Boards but due to the absence of a Home Rule law at the time, were looked upon with disfavor by previous General Courts.

We trust that our first year of operations under your leadership has been satisfactory and that our future plans for improving city operations will not only meet with

your approval but will reflect credit both upon you and your administration.

Respectfully submitted,

EDWARD T. SULLIVAN, *Chairman,*
Director of Administrative Services

DAVID W. DAVIS,
Deputy Director for Fiscal Affairs

THEODORE V. ANZALONE,
Commissioner of Assessing

HENRY T. BRENNAN,
Supervisor of Budgets

JOHN F. FITZPATRICK,
City Auditor

DUNCAN T. FOLEY,
Supervisor of Personnel

EDWARD W. HOLMES,
Collector-Treasurer

EUGENE K. WELSH,
Acting Purchasing Agent

LAWRENCE W. COSTELLO,
Executive Secretary

SECTION II

ANNUAL REPORT

OF THE

PUBLIC SAFETY COMMISSION

1968

EDWARD T. SULLIVAN,
Chairman.

LAWRENCE W. COSTELLO,
Executive Secretary.

January 7, 1969.

HON. KEVIN H. WHITE,
Mayor of Boston.

DEAR MR. MAYOR:

In accordance with the provisions of Chapter 3, Section 25, of the Revised Ordinances of 1961, we are pleased to submit herewith the fifteenth annual report of the Public Safety Commission for the year commencing January 1, 1968, and ending December 31, 1968.

The chief function of this commission under the provisions of Chapter 203, Acts of 1959, as amended by Chapter 194, Acts of 1961, is to coordinate the work of all departments concerned with Public Safety, to the end that there may be efficient and concerted action by said departments, particularly in times of emergency and/or disaster. Under the provisions of Chapter 4, Section 9, of the Revised Ordinances of 1961, this commission is an integral part of the Administrative Services Department.

The members of this commission, including the executive secretary to this commission, serve without compensation and without an appropriation of any character, thereby obviating the necessity of submitting a financial statement covering expenditures.

In accordance with statutory requirements, regular meetings were held monthly during the year 1968 in the office of the Chairman, the Director of Administrative Services, Room 50, Old City Hall, in the first ten months, and in the Conference Room, Administrative Services Department, Room 606, New City Hall, in the last two months, on the following dates:

January 18	July 11
February 15	August 8
March 14	September 12
April 11	October 10
May 16	November 21
June 13	December 19

Although the Committee on Licenses is a subcommittee of the Public Safety Commission, its functions

and operations are carried on within the Building Department, in accordance with the provisions of Section 2, Chapter 203, of the Acts of 1959, and a report on its activities for the year will be contained in the Annual Report of the Building Department.

As is customary when a new administration takes over the reins of government, changes are made in department officials and Board members, and listed below are the changes effected in Board membership during the year:

Edward T. Sullivan, Director of Administrative Services, Chairman, *vice* Arthur G. Coffey, who resigned to accept a position with the Boston Redevelopment Authority, December 31, 1967.

Walter J. Cameron, Civil Defense Director, *vice* Leslie R. Magoon, who resigned to return to his former position as Deputy District Chief of the Fire Department, May 20, 1968.

Joseph F. Casazza, Public Works Commissioner, *vice* John F. Flaherty, who resigned to return to his former position as Deputy Commissioner of Public Works and Division Engineer, July 8, 1968.

James H. Kelly, Fire Commissioner, *vice* William J. Fitzgerald, who resigned to attend to his private business, December 2, 1968.

William F. McGrath, Commissioner of Traffic and Parking, *vice* William T. Doyle, who resigned to return to his former position as Deputy Commissioner and Secretary, Traffic and Parking Department, July 15, 1968, *vice* John H. O'Neill, Jr., who resigned to accept a position with the Boston Redevelopment Authority, December 31, 1967.

All the above appointments resulted in automatic membership to the Board in accordance with the provisions of the existing statute.

As you may recall, when you assumed office in January, a prolonged cold wave hit the city, resulting in a flood of "lack-of-heat" complaints being registered with various agencies of the city, with no central agency established or equipped to handle the situation. To meet this emergency, you called a special meeting of the Public Safety

Commission which was held in the Executive Offices of the City Council in the Old City Hall, under date of January 11, together with officials of other agencies, including the Housing Inspection Department, the Parks and Recreation Department, the Public Welfare Department, the Real Property Department, the American Red Cross, and the Cardinal Cushing Spanish Center.

As a result of this meeting, the executive secretary to this commission compiled a listing of the capabilities and facilities of all departments and agencies represented together with listings of business and home telephone numbers of departmental agency representatives for immediate reference purposes. You appointed an Emergency Committee consisting of the Chairman of the Commission, the Building Commissioner, the Director of Civil Defense, the Director of Public Welfare, the Commissioner of Housing Inspection, and the Superintendent of Police to set up a system for the receiving and registering of complaints and for the expediting of requests for assistance until such time as the weather crisis had abated. Your office was designated as the center of operations during the emergency, operating on a 24-hour basis, and finally resulted in your establishment of the Office of Public Service which has proven itself to be one of the more important new service agencies to be inaugurated within our municipal structure over a long period of time.

The greater part of our deliberations during the past year were focussed, in a large degree, upon improving and establishing advanced and modern techniques in meeting and handling emergency situations, such as cold waves, hurricanes, snowstorms, and civil disturbances. To meet the first three situations, we established a "critical conditions plan" to improve upon and supplement the Emergency Communications Center at White Stadium, previously used for all types of emergencies but, more particularly, "snowstorms." While the previous emergency operation centered, more or less, on snow removal operations, the new plan incorporated many other services which are enumerated herewith:

Assistance in the restoration of heating plants in homes, apartment houses, office buildings or factories;

- demolition assistance in the event of fire or other damages causing a structure to be unsafe or dangerous;
- electrical utility failures;
- gas failures or explosions;
- emergency feeding and the providing of cots and blankets in various buildings to shelter stranded commuters and helpless families;
- general hospital services;
- the establishment of a central control center by the MBTA for bus transportation;
- ambulance service for people needing hospitalization;
- removal of debris from public ways, including fallen trees; and
- salting and sanding of highways and the towing of vehicles interfering with emergency operations.

Many of these services were rendered during the operations of the Emergency Communications Center but several new services have been added. A study is in progress at the present time concerning the feasibility of transferring many or all of the major functions of the "critical conditions plan" to a new Emergency Operating Center planned for establishment in the New City Hall, which is being equipped and furnished with a view to rendering services during an extreme emergency or disaster in the most efficient and expeditious manner possible.

On June 7 a contract for communications consulting services was approved with Mr. Sherman Wolf of Two-Way Radio, Inc., and the Boston Civil Defense Department. It was Mr. Wolf's function to conduct a detailed survey and examination of the Emergency Communication Facilities and Systems in Boston and to provide a comprehensive Emergency Communication Planning Report, which will integrate these resources into a flexible plan for the Civil Defense Emergency Operating Center, in the New City Hall. Copies of this plan now completed and approved by the Massachusetts Civil Defense Agency, and the Federal Office of Civil Defense, Region One, have been submitted to Board members. Project

applications to purchase emergency communication equipment for the Emergency Operating Center have been submitted to the federal government for the payment of 50 percent of the cost for initial installations and for recurring charges on telephone lines. Changes and adjustments in the plan can only be made with federal approval so that matching funds will not be jeopardized.

This communications annex is to support the City of Boston Emergency Operations Plan. It outlines communications procedure, facilities, and remedial steps to be advanced, where necessary, to provide the orderly disposition of public and private resources under your direction during times of emergency or disaster. This plan details the activation and staffing of the Emergency Operating Center which, under your direction is equipped to collect and evaluate information concerning emergency conditions and efficiently direct the proper public and private resources of the city to the requirements of the population. It allows for the maximum effective use of existing resources, the avoidance of duplicate efforts and brings the full weight of city government to bear directly on any emergency problem at hand by means of centralized, coordinated communications.

Your establishment of the Office of Public Service, with city services of every type being rendered and information being made available on a 24-hour basis, has set a precedent which we believe will be copied by many other large communities throughout the country. From a public safety viewpoint, this type of service is one that has been long overdue in the administration of municipal affairs and tends to reduce the possibility of the public being given the run-around or misinformation regarding many matters that require immediate attention in certain instances. The functioning of the Office of Public Service at all times combined with the operations of the "critical conditions plan" upon occasions of extreme emergency during the past year made possible a public service that cannot be evaluated on a dollars and cents basis. The saving of even one human life, the alleviation of panic or discomfort in times of distress, the knowledge that someone is available at all times of the day or night to

render assistance, the providing of information to minimize the number of unnecessary calls that are sometimes made to procure an answer to a specific problem, etc., are all important factors in bringing to our people some feeling of security in a day and age that has had many transformations during the past decade.

In the matter of civil disturbances, we can unequivocally state that Boston is one of the larger cities of the country that has not had the problems of "riots" or "major disturbances" that have been occurring frequently in several large cities during the past year. In the early spring, we formulated plans for meeting any type of emergency that might occur during the summer months, more especially, "civil disturbances" of every character, which resulted in the establishment of a "Revised Police Alert and Mobilization Plan," copies of which were forwarded to you at the time. This plan incorporates sound planning and preparations in the following areas:

1. Liaison with all public safety and other governmental agencies.
2. Intelligence.
3. Training.
4. Mobilization and deployment of personnel.
5. Facilities and equipment.
6. Fundamental tactics.
7. Continuity of key personnel.
8. Police—community relations.

Under this plan, all emergencies or disasters are classified according to their severity and the following fundamental principles of police responsibility are given primary consideration by officers-in-charge at the scene of any emergency or disaster:

1. Preserve the peace.
2. Protect life and property.
3. Provide aid and assistance.
4. Prevent crime.
5. Arrest offenders.

Copies of the above plan have been made available to members of this Board and to the President of the City Council who, in your absence from the city, would, in cooperation with the Police Department, supervise operations. As the President of the City Council becomes Acting Mayor during your absence from the city, action has been taken by the Council to appoint members of its body to take over for specific periods when the President is absent. So there is a continuity of responsibility here beyond that of the Mayor and the President of the Council, as a Councillor would be Acting Mayor if both the Mayor and the Council President were absent at one and the same time.

As previously mentioned, Boston was most fortunate in not being faced with the problems of "riots" or "major civil disturbances" during the past year. The assassination of Rev. Martin Luther King, Jr., in Memphis, Tennessee, in early April, resulted in nasty situations arising throughout many large cities of the country, with Boston reporting no incidents of a disturbing nature. Discussions were held, however, on several occasions, regarding the social behavior patterns of integrated groups. These discussions and reviews were brought about by the disruption, on only one occasion, of a Summerthing Neighborhood Festival presentation by a small minority group which, it was agreed, was initiated for no particular reason other than to create a disturbance. It was also the consensus of Board members that the "civil disturbance" factor in this city is one that requires attention in only one or two areas and covers, in the main, the following incidents, which are more or less common throughout all major cities:

1. Injuries to police and firemen while performing their respective duties.
2. Disturbances on buses in specific sections of the city.
3. School vandalism.

As breakdowns in the observance of law and order have been a national issue for the past several years, with no standard formula being adopted nationally, internationally, or on the local level, to eliminate such

incidents, we have been focussing our efforts, for the present, on educational and public relation programs especially designed for parents and children residing in the areas where such instances have been occurring, spasmodically, during the past few summers. In making this statement, we do not wish to convey that we are shirking our responsibilities or duties in the field of public safety but merely to point out that the problem is both national and international in scope and character and, to the present time, a workable and final solution is still lacking. Your introduction of the Summerthing Programs has been a contributing factor to the lessening and elimination of many incidents that may have arisen had such programs not been planned and presented during the summer of 1968.

“Demonstrations,” for various reasons, many of which are legitimate and legal under our constitutional form of government, appear to be the latest method of registering complaints, whether justifiable or not. We have no objections to assemblages or demonstrations as long as the individuals involved do not disrupt or interfere with the peace of their fellow citizens or the conduct of everyday business. During the past year, we have experienced several demonstrations, the majority of which were short-lived and were of a peaceful nature, and concerned welfare protests, dress codes in schools, rent controls, and the blocking of public ways to truck travel when citizens believed such travel was detrimental to the safety or environment of the districts involved.

“Sit-ins,” which have also become a popular medium in publicizing demands for certain privileges, more especially in the academic world, and sometimes in protest against governmental law or decrees that may not meet with the approval of small minority groups, have not been of a too serious nature in this city. However, on a few occasions, the intercession of police was required to restore law and order among a few dissenters who, by character and personality, found it difficult to remain calm and cool in the presentation of requests or demands for certain services or privileges which may or may not have been justified.

The establishment of a "Rumor Control Center" in New York City prompted discussions concerning the necessity of establishing such a center within the framework of our "Critical Conditions Plan." Although it was admitted that rumors far outstrip actual facts during an emergency and have a tendency to cause people to panic and add new dimensions to fear, it was the consensus of the Board that in view of the fact that this is not a major problem in our city, the establishment and publicizing of such a center might be an invitation to certain elements of the community to increase rather than decrease the rumor problem which faces all communities during times of a disaster or an emergency. It was decided to take this matter under advisement for the present and to reconsider it at a later date, provided future conditions or situations warrant the same.

Since moving to our new location in the New City Hall, our Board has been particularly interested in some of the public safety factors that should or must be considered in the near future such as, egress plans in the event of a fire, elevator operations, fire alarm systems, interior and exterior lighting, first-aid facilities, heating and air conditioning systems, sanitation facilities for both the public and employees, housekeeping safeguards for the prevention of accidents, etc. A first-aid facility has already been established in the Workmen's Compensation Office, Room 809, in the New City Hall, with a registered nurse on duty from 9 to 5 each working day and a doctor in attendance three mornings a week. This office has been equipped for all first-aid emergencies and should cover all emergencies of the type which its designation implies.

In our 1967 and several other previous annual reports we have been stressing the air pollution problem in our city and recommended more federal and state assistance, both financial and technical, to arrive at some solution that will at least ease the present situation. Your signing of a local ordinance to establish an Air Pollution Control Commission for the City on December 12 was an important step in directing the attention of federal and state officials to our plight. On October 3, 1968, a

Special Report was issued by the Bureau of Environmental Sanitation of the State Department of Public Health which detects the need for "greater vigilance" and "more sophisticated custodial care" of the cities air environment in coming years. But the report warns against panic programs to clean up the city's air.

The report, resulting from a \$270,000 survey of the air quality of 46 communities in and around Boston which took place in 1965 and 1966, produced no clear-cut conclusions on the benefits of specific improvements aimed at reducing air pollution.

It did, however, suggest some specific measures which might reduce the amounts of some pollutants in the air of the 450-square mile test area. These include greater use of mass transportation, construction of more facilities to pump natural gas to the area, development of nuclear plants in the region to produce electricity, and exploration of low-sulphur oil and natural gas resources beneath the ocean.

Many fuels in common use today contain large amounts of sulphur, which produces the pollutant sulphur dioxide when burned. This substance is a prime component of the dark choking smog known as London smog.

Scientists in the survey also searched for dust and small particles which form when fossil fuels are burned. They were unable to monitor for hydrocarbons and oxides of nitrogen—typical pollutants from automobiles—because of the "severe shortcomings of available techniques."

The survey showed the air of the Boston area to contain 34 percent less particulate matter than the average of nine other large northern cities and 18 percent less than the average of the nine largest U. S. cities.

The report placed the blame for increasing air pollution on the fact that the number of people in metropolitan areas is increasing faster than the rate at which society can adjust to them.

"Concomitant with the increasing number of people are the environment effecting cancerous problems associated with disposal of man's wastes (personal, commercial, and industrial)," says the report, "which are

themselves becoming more complex in character and magnitude as a result of our affluence-demanding society."

In the past decade, the public has become more safety-conscious than it has in any period during the past century and our efforts shall be focussed upon improving present methods and techniques, exploring and establishing new systems when such systems have been tried and tested, and in making Boston one of the safest and most pleasant areas in the country for the health and security of its residents and the members of its municipal family.

Respectfully submitted,

EDWARD T. SULLIVAN, *Chairman,*
Director of Administrative Services.

WALTER J. CAMERON,
Director of Civil Defense.

JOSEPH CASAZZA, *Commissioner,*
Public Works Department.

LEO F. CUSICK,
General Manager, MBTA.

JAMES H. KELLY,
Fire Commissioner.

WILLIAM R. McGRATH,
Commissioner of Traffic and Parking.

EDMUND L. McNAMARA,
Police Commissioner.

WILLIAM H. OHRENBERGER,
Superintendent of Schools.

ANDREW P. SACKETT, M.D.,
Commissioner of Health and Hospitals.

RICHARD R. THUMA, JR., *Commissioner,*
Building Department.

LAWRENCE W. COSTELLO,
Executive Secretary.

